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PROPOSALS FOR
ANIMAL CONTROL

Animal Control Sub-Committee, City of Toronto, July 1981.

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PREAMABLE

On January 23, 1979, in response to an increasing number of citizen complaints and concerns about animal problems in the City, the Committee on Neighbourhoods, Housing, Fire & Legislation set up a special Animal Control Sub-committee comprised of Aldermen Eggleton, Rowlands and Gee. Since January 15, 1981, the Sub-Committee has consisted of Aldermen Cressy and Rowlands with Alderman Gee as Chairman. This committee is mandated to investigate and make recommendations on current and potential animal control problems.

The Sub-committee was (and is) most anxious that the public be assured of input to its work. Consequently, advertisements were placed in the City's daily newspapers inviting input by way of written submissions. As a result of this initiative, eighty-four (84) submissions were received and a series of meeting were held to discuss the matters which they raised and to obtain further background information. (See Appendix 1 for a list of submissions made or received.) At the same time, the Sub-committee sought the views of various officials and support staff involved in animal control, and also obtained information from other municipalities faced with animal control problems including such locations as New York, Los Angeles and London, England.

Based on this input, the Animal Control Sub-Committee proposed By-laws and presented these with their rationale in "A Discussion Paper on Animal Control", July 1980. This report was widely circulated to interested parties with a request for their response to the proposals. 52 responses (See Appendix 1(B)) were received and various proposals were subsequently modified. This report contains the current status of these proposals and the supporting rationale.

SUMMARY OF PROPOSALS

PROPOSALS TO PROTECT THE PUBLIC

Proposal No. 1

The public be made aware, through an educational program, of the responsibilities of pet ownership and of how to choose a suitable pet.

Proposal No. 2

Dogs, not on their owners' property, be kept on a leash of no more than 2 metres (6' 6") in length.

Proposal No. 3

For a six month trial period, the following areas be opened for dogs to run freely at any time, providing all such animals are under the control of a responsible person:

- Sherwood Park (south of the playground);
- High Park (west of West Road from Bloor Street to the Grenadier Restaurant);
- Park Drive Reservation Lands;
- Glen Stewart Park;
- Forest Hill Ravine;
- Nordeimer Ravine;

Proposal No. 4

The Board of Education institute an absolute ban of dogs from playgrounds under their jurisdiction.

Proposal No. 5

The fine for violation of the By-law No. 77-74, Dogs Running at Large, be raised to $30.00.

Proposal No. 6

On the third offence under the By-law No. 77-74, within a twelve month period, a summons be issued with the maximum penalty, on summary conviction, to be $1,000.

Proposal No. 7

The daily pound fee for pound maintenance be raised to $3.00.

Proposal No. 8

The pound fee for bitches in heat found running at large be higher than that for other dogs and at the rate of $25.00, plus $3.00 per day, plus medical expenses.

Proposal No. 9

Any owner who permits a dog to foul any public area and fails to clean up and remove the excrement is guilty of an offence and is liable to a fine of $20.00.

Proposal No. 10

The Metropolitan Toronto Police Force and Humane Society Inspectors be mandated to enforce the preceding through a ticketing system, similar to that used for dogs running at large.

Proposal No. 11

The launching of this initiative be accompanied by a public information program and extensive use of signs in public areas to facilitate its enforcement.

Proposal No. 12

Humane Society Inspectors and Parks & Recreation Department personnel be authorized to enforce animal control By-laws in City parks.

Proposal No. 13

Awareness programs be undertaken to educate the public regarding diseases that can be transmitted from animals to humans, such as Toxoplasmosis.

Proposal No. 14

The disease Viscoral Larva Migrans (contracted from the dog worm Toxocara Canis) be added to the list of reportable diseases to encourage a greater awareness of, and alertness to the symptoms of this disease.

Proposal No. 15

Public Education stress the desirability of vaccinating pets against rabies.

Proposal No. 16

A maximum fine of $1,000 be imposed for the keeping of a vicious dog.

Proposal No. 17

Owners of animals who do not respond to written complaints regarding noise be subject to a $50.00 ticket issued by the Metropolitan Toronto Police Force and Toronto Humane Society Inspectors.

Proposal No. 18

The Province regulate and license guard dog trainers and their training programs and facilities.

Proposal No. 19

A special identification tag (bright red in colour with warning symbol) and sign (see Appendix III for a prototype) be provided for guard dogs so that the public may be aware that these dogs are trained to protect property. Furthermore, the tag must be affixed to the dog and the signs must be prominently and clearly posted.

Proposal No. 20

There be no ticketing procedure for guard dogs found running at large, but instead a court summons be issued, with a maximum fine of $1,000 on conviction.

Proposal No. 21

Guard dogs used for commercial or industrial properties be charged a license fee of $50.00.

Proposal No. 22

The Anti-Noise By-law be amended to include guard dogs.

Proposal No. 23

The Toronto Humane Society institute a new, vigorous licensing program entailing:

(a) a $15.00 fee with a $10.00 reduction in the fee for spayed or neutered dogs;

(b) a public education program outlining the benefits of dog licenses.

Proposal No. 24

The Toronto Humane Society investigate the possibility of dog license applications being provided in veterinary offices and pet shops.

Proposal No. 25

The current $50.00 maximum penalty provision under By-law 77-74 be raised to a maximum of $1,000 to demonstrate the importance of licensing.

PROPOSALS TO PROTECT ANIMALS

Proposal No. 26

The Toronto Humane Society continue to provide and advertise in its public education program, spaying and neutering services to the public.

Proposal No. 27

Prospective adopters of animals from the Toronto Humane Society be required to spay or neuter the adopted animal, and that there be a $10.00 discount on the license fee for any spayed or neutered animal.

Proposal No. 28

The Toronto Humane Society develop a public education program stressing the need to immunize pets regularly against the common diseases (distemper, feline viral rhinotracheitis, kennel cough, etc.).

The Society should also investigate the possibility of co-operating with veterinarians in the running of clinics on some of the more common pet problems (distemper, worms, etc.).

Proposal No. 29

It be illegal except for:

1) pet stores licensed by the Metropolitan Toronto Licensing Commission;
2) the Toronto Humane Society;
3) kennels and breeders licensed by the Toronto Humane Society;

to sell animals in the City of Toronto, and that a maximum fine of $1,000 be imposed on conviction.

Proposal No. 30

Ownership of live farms animals and poultry within the City be banned, with the exception of: farms within municipal boundaries; police, zoo, or circus animals; and those kept for slaughter in licensed abbatoirs. Furthermore, live poultry or farm animals, including rabbits, may not be kept for sale or sold except to the above-mentioned farm sites.

Proposal No. 31

The ownership of animals, wild by nature, be banned in Toronto except for those owners exempted by the Toronto Humane Society such as "recognized" zoos, circuses, zoologists, laboratories and professional breeders.

Proposal No. 32

The Toronto Humane Society continue to promote its present voluntary identification system for cats.

Proposal No. 33

The Toronto Humane Society provide the public with information on how to "animal proof" homes and whom to contact for assistance in dealing with specific wild life nuisances.

PROPOSALS TO IMPLEMENT PROTECTION

Proposal No. 34

The Toronto Humane Society continue to act as the City's agent for animal control.

Proposal No. 35

A Technical Co-ordinating Committee be struck comprised of departments or agencies having some involvement in urban animal problems (Department of Public Health, Department of Public Works, Veterinary Services Branch, Ministry of Agriculture, Ministry of Natural Resources, Metro Police and the Toronto Humane Society) with the purpose of meeting regularly to exchange information and pursue the resolution of common concerns.

Proposal No. 36

The City increase its support to the Toronto Humane Society in the form of increased funding and staff support from the Management Services Department.

Proposal No. 37

The funding and organizational requirements of the Humane Society be monitored by the City's Management Services Department as the new programs are implemented and reach effective levels.

GENERAL CONSIDERATIONS ON ANIMAL CONTROL

The most common complaints about animals are specific 'nuisance' incidents such as noise, strewn garbage and fouling, as well as general concerns about: attacks on (or the menacing of) people, spread of disease and car accidents, etc. During its review of other jurisdictions, the Sub-committee found that Toronto is not alone in confronting these animal control problems and that most North American urban areas are experiencing similar difficulties. Indeed, such major municipalities as New York and Los Angeles have received considerable publicity with their responses such as Stoop & Scoop Laws and Spay and Neuter Clinics.

Toronto, because of its natural waterways and parklands, supports much wildlife. Complaints about raccoons, skunks, pigeons and Canada Geese are common. By far, however, the vast majority of complaints concern pets, with dog complaints outnumbering all others.

Obviously, then, municipal initiatives appear required in order to ensure that urban animal ownership does not generate seriously unacceptable consequences. Ideally, such initiatives must reflect an awareness of the rights of the public, the animal and its owner.

Public rights with regard to the urban animal population may be summarized as freedom from: 1) animal noise; 2) the spread of disease; and 3) physical threat from uncontrolled animals. On the other hand, animal rights may be considered as freedom from: 1) abuse; 2) possible disease; 3) needless accidental death (e.g. cars); 4) inadequate nutrition; and 5) destruction resulting from natural behaviour (e.g. territorial marking with urine, defence, breeding, etc.). In considering these components of both human and animal welfare, the Sub-committee has concluded that animals and man can co-exist in a crowded urban environment only if there are some reasonable restrictions on the keeping of pets and, equally, if certain pet owner's become more responsible for their pets well-being.

In fact, defining 'responsible ownership', and how to achieve it, has been the crux of the Sub-committee's task. Our concern has been to determine boundaries of legislation which will not create problems for responsible owners, while, at the same time, will improve the current lax attitude of many pet owners regarding their responsibility. Hopefully, this will result in a reduction in the numbers of abused and unwanted animals and anti-animal complaints.

This report is based on a pragmatic approach to the question of animal control. First, specific attention in terms of both research and discussion, was devoted to the most commonly cited concerns or complaints of the citizens of Toronto. Then, data from other jurisdictions and submissions from the interested public were sought and analyzed. Finally, the problems were examined and remedies considered with constant regard for: a) the welfare of the animal; b) the welfare of the public; c) the education of the public and pet owner; and d) clear laws and more effective enforcement. The goal, in each case, was to find solutions that optimize both human and animal well-being at reasonable costs.

PROPOSALS AND THEIR RATIONALE

In this section, the Sub-committee presents its proposals (and supporting rationale) to the specific animal control issues cited by citizens and interested groups within the public.

NOTE: Throughout these proposals the term "owner", when used, in relation to a pet, includes a person who possesses or harbours the pet and, where the owner is a minor, the person responsible for the custody of the minor.

PART A - TO PROTECT THE PUBLIC:

Cultivate Responsible Ownership

The need to protect the public arises, to a large extent, because some animal owners fail to fulfill their responsibility to ensure that their pet does not cause harm or become a nuisance. This is due, in part, to a lack of knowledge about such matters as: selecting the right pet, how to care for the animal and the various responsibilities of pet ownership both to the animal and to the public.

Therefore, it is proposed that:

Proposal No. 1

> The public be made aware, through an educational program, of the responsibilities of pet ownership, and of how to choose a suitable pet.

Reduce the Number of Dogs at Large

Dogs running at large in the urban environment are at risk, both to themselves and the public. Problems for the public include: fouling (a potential health hazard, as well as being unpleasant), physical threat from potential biting or attacks by packs of loose dogs. Equally, this situation embodies problems for urban animals, including: fouling as a health hazard (i.e. transmittal of disease among the animal population), being lost or perceived as so, being stolen or abused, and vehicular accidents.

Municipal attempts to reduce the instance of dogs running at large centre around By-law 77-74 which requires that a dog not on his owner's property must, at all times, be 'under the control' of a competent person. Unfortunately, this aspect of the By-law is not widely in force both because of the practical difficulties posed by a shortage of enforcement personnel and because of legal uncertainties in defining when an animal is "under control".

It is not uncommon that dogs being walked on the street, supposedly 'under control', are, in the absence of being leashed, relatively free from constraint and at risk from traffic and other accidents. Moreover, the absence of a leash requirement constitutes a substantial weakness in the enforcement of the current By-law because it is difficult to make the offence of dogs running at large clearly identifiable.

In light of this situation, it is proposed that:

Proposal No. 2

Dogs, not on their owners' property, be kept on a leash of no more than 2 metres (6' 6") in length.

At the same time, it is recognized that the need for adequate and controlled exercise space for urban animals is an important means by which to reduce the incidence of dogs running at large. Currently, such space is not provided adequately. For instance, under the present City Parks By-law, dogs are not allowed in parks unless they are leashed, although enforcement is quite lax.

To rectify this situation, and to ensure properly controlled access to open space by urban animals, it is proposed that:

Proposal No. 3

For a six month trial* period, the following areas be opened for dogs to run freely, at any time, provided that all such dogs are under the control of a responsible person:

- Sherwood Park (south of the playground);
- High Park (west of West Road from Bloor Street south to the Grenadier Restaurant);

* The trial period will be used to guage dog owners' reaction and citizens' acceptance of this use of these 6 areas.

- Forest Hill Ravine;

- Nordheimer Ravine.

- Park Drive Reservation Lands;

- Glen Stewart Park;

The previous proposal increases the number of areas where dogs may run freely. However, playgrounds are areas where because of the extra potential for problems and conflicts with other uses, dogs should be banned.

It is proposed, therefore, that:

Proposal No. 4

The Board of Education be requested to institute an absolute ban of dogs from playgrounds under their jurisdiction.

In March of 1976, it was decided that owners of identifiable dogs at large would be issued a ticket and pay a $10.00 fine for violation of the By-law. This reduced court costs and ensured that irresponsible owners were fined whether or not the animal could be caught. If the animal was caught and was retained by the animal control agency, pound fees of $10.00 plus $2.00 a day for medical expenses would be paid. Recently, in a directive to all Provincial Court judges, the fine to be levied has been set at $18.00 by Chief Judge F. Hayes under the Provincial Offences Act. However, because of the rate of inflationary increases and the need to reduce the problem, the Committee intends to approach him to increase the fine.

There is no discrimination, at present, between bitches and male dogs, although bitches in heat constitute a greater problem when at large as they attract male dogs to run free.

With regard to penalties for dogs running at large, and in the light of these considerations, it is proposed that:

Proposal No. 5

The fine for violation of the By-law No. 77-74, Dogs Running at Large, be raised to $30.00.

Proposal No. 6

On the third offence under the By-law No. 77-74, within a twelve month period, a summons be issued with the maximum penalty, on summary conviction, to be $1,000.

Proposal No. 7

The daily fee for pound maintenance be raised to $3.00.*

Proposal No. 8

The pound fee for bitches in heat found running at large be higher than that for other dogs and at the rate of $25.00, plus $3.00 per day, plus medical expenses.

Reduce Fouling by Dogs

In addition to being repulsive to most, fouling by urban animals, notably dogs, is a growing health risk and is, in large measure, responsible for much 'anti-dog' sentiment. The Sub-committee received many citizen complaints about fouling on public and private property.

This problem is not, of course, unique to Toronto. Other large cities, New York for example, have attempted to remedy this problem with laws making owners liable to a fine for not cleaning up after their pets when using a public area (this includes the road allowance that often is part of front lawns). These measures, which have become known as "Stoop & Scoop" laws, appear to be enjoying a fair degree of success where they are in place.

In view of these factors, it is proposed that:

Proposal No. 9

Any owner who permits a dog to foul any public area and fails to clean up and remove the excrement is guilty of an offense and is liable to a fine of $20.00.

* It was not felt desirable to increase the basic fee as this might discourage owners from claiming their animals. However, an increase in the daily maintenance fee is suggested in order to cover increased costs and to increase the incentive for owners to claim animals more quickly.

Proposal No. 10

The Metropolitan Toronto Police Force and Humane Society Inspectors be mandated to enforce the preceding through a ticketing system, similar to that used for dogs running at large.

Proposal No. 11

The launching of this initiative be accompanied by a public information program and extensive use of signs in public areas to facilitate its enforcement.

Proposal No. 12

Humane Society Inspectors and Parks & Recreation Department personnel be authorized to enforce animal control By-laws in City parks.

Reduce Health Hazards

Animals have an impact on public health as carriers of diseases which can be transmitted to man (e.g. rabies) and as contributors to the creation of conditions which foster human health problems (parasites, rodents, fleas, etc.).

Rabies is the most alarmingly common of these diseases carried by animals directly and is often transmitted to pets by ravine wildlife.

As well, animals can contribute to conditions which foster human disease through their excreta. Some methods of controlling this problem are discussed elsewhere (see "Reduce Fouling Section), and it is believed that increased owner responsibility towards the health of the animal will reduce many related problems.

In light of these considerations, it is proposed that:

Proposal No. 13

Awareness programs be undertaken to educate the public regarding diseases that can be transmitted from animals to humans, such as Toxoplasmosis.*

* This is a parasitic disease which can be transmitted to a pregnant woman through contact with excreta of an infected cat (e.g. in changing a litter box).

Proposal No. 14

The disease Viscora Larva Migrans (contracted from the dog worm Toxocara Canis) be added to the list of reportable diseases in order to encourage a greater awareness of, and alertness to the symptoms of this disease.

Proposal No. 15

Public Education stress the desirability of vaccinating pets against rabies.

Deter the Keeping of Vicious Dogs

The danger presented by vicious dogs under improper and inadequate constraints is a truly serious one, particularly for youngsters. There are cases of children killed, maimed and marred for life by dogs.

A Provincial Act, Bill 169, was passed in 1980 entitled, An Act to Provide for Liability for Injuries Caused by Dogs. This new Act is restricted to ensuring that "the owner of a dog is liable for damages resulting from a bite or attack by the dog on another person". This applies only to liaibility after an attack. The Provincial Act would seem, therefore, less of a deterrent for people who keep dogs that may cause fear and anxiety or cause physical pain, but not to the extent that a financial loss is incurred. However, there is the need to protect the public from physical or psychological suffering as a result of vicious dogs before a major attack occurs.

Basic to any measure, legal or otherwise, that is developed to deal with vicious dogs, is the problem of identifying the truly vicious animal rather than the animal provoked into a natural response (defence, territorial or otherwise).

In considering ways of addressing this problem, it was decided that any new measures must: a) provide a deterrent against lack of control of potentially savage dogs by those persons who keep them; b) make pet owners more responsible for the control of their animals; and c) reduce the possibility of a truly vicious dog biting again.

With these in mind, it is proposed that:

Proposal No. 16

A maximum fine of $1,000 be imposed for the keeping of a vicious dog.

Reduce Noise Caused by Dogs

Since the inception of the Toronto Noise Control Program (Anti-Noise By-law, Section 3C deals with animals), the largest single source of complaint has been citizens disturbed by noise caused by domestic animals. Of these, the vast majority of complaints concern barking dogs.

Enforcement of Section 3C is the responsibility of the Metropolitan Toronto Police Force, however, the Noise Control Branch of the City's Department of Public Works receives the bulk of these complaints. The department advises the owners of noisy animals of the complaints, and the provisions of the By-law, and gives them suggestions which might be useful in controlling the noise. The complainant is advised that the animal's owner has been warned and it is suggested that he or she request police enforcement of the By-law if no improvement occurs.

The effectiveness of the enforcement of this By-law is mixed. A survey conducted by the Noise Control Branch found that in about half the cases, warning letters result in satisfactory action being taken by the animal's owner. Of the rest, half the complainants are so disturbed that they would appear as witnesses if prosecutions were initiated. In the more intractable cases of noise problems persisting after a warning letter has been sent, it is apparent that the Police are reluctant to initiate prosecution. Indeed, a good argument can be made for the police position: there is a lot of paper work involved, their time is limited and barking dogs must, of necessity, have a low priority as compared to crime prevention or public protection.

Given this situation, a good argument can be made for the initiation of a ticket system which would allow for easier and faster enforcement of the law upon offending animal owners. Such a system would work more effectively if the number of enforcement personnel were expanded to include officials of the Toronto Humane Society.

With the above considerations in mind, it is proposed that:

Proposal No. 17

Owners of animals who do not respond to written notice of complaints regarding noise be subject to a $50.00 ticket issued by the Metropolitan Toronto Police Force and Toronto Humane Society Inspectors.

Reduce Danger from Guard Dogs

Dogs have helped man guard his possessions and property for centuries. It is imperative, then, that any measures aimed at guard dogs not interfere with this relationship unless it adversely affects other members of society (noisy dogs, vicious dogs, etc.) or, as is apparently occurring more frequently, adversely affect the animal(s).

The Humane Society is concerned that unknowledgeable breeders and trainers are bringing poorly bred and trained animals onto the market and also that many working guard dogs are not provided with a satisfactory level of care.

To improve breeding and training standards for these animals and to ensure adequate care while performing guard duties, it is proposed that:

Proposal No. 18

The Province be requested to enact legislation to regulate guard dog trainers and their training programs and facilities.

Proposal No. 19

A special identification tag (bright red in colour with a warning symbol) and sign (see Appendix III for a prototype) be provided for guard dogs so that the public may be aware that these dogs are trained to protect property. Furthermore, the tag must be affixed to the dog and the signs must be prominently and clearly posted.

Proposal No. 20

There be no ticketing procedure for guard dogs found running at large, but instead a court summons be issued, with a maximum fine of $1,000 on conviction.

Proposal No. 21

Guard dogs used for commercial or industrial properties be charged a license fee of $50.00.*

Proposal No. 22

The Anti-Noise By-law be amended to include guard dogs.

Have Dogs Licensed

As amended, City By-law 77-74 requires dog owners to license their dogs. There are many advantages to this requirement such as: a) lost pets are identifiable and thus can be returned home by the public or the Toronto Humane Society; b) licenses provide proof of ownership of the animal (e.g. in theft, vicious dog, abuse charges, etc.); c) revenues are generated to help cover the cost of animal control and public education programs; d) knowledge is acquired of the pet population and the percentage of dogs which are sterilized; and e) information is provided on rabies innoculation, of particular use in the event that a dog bites someone.

The information obtained about pet population through a licensing program is imperative to an effective animal control program. Unfortunately, according to recent pet surveys, the Humane Society estimates that only 40% to 60% of dogs currently are licensed. Allowing for stray animals which have gone wild and the fast turnover of pets, this means that probably 30% to 40% of dog owners are breaking the law.

These factors suggest that:

Proposal No. 23

The Toronto Humane Society institute a new, vigorous licensing program entailing:

(a) a $15.00 fee with a $10.00 reduction in the fee for sterilized dogs;
(b) a public education program outlining the benefits of dog licenses.

* This fee will include the provision of a special identification tag and two signs with warning symbols to be posted on the property. Included in the license fee is an annual inspection to determine that the animal has adequate care and that the general public is sufficiently protected.

Proposal No. 24

The Toronto Humane Society investigate the possibility of dog license applications being provided in veterinary offices and pet shops.

Proposal No. 25

The current $50.00 maximum provision under By-law 77-74 be raised to a maximum of $1,000, to demonstrate the importance of licensing.

PART B - TO PROTECT THE ANIMAL:

Reduce Over Population

Over population is detrimental to all animals. On the basis of all evidence available, the most effective control measure is the sterilization of pets. Further, it would appear that spaying and neutering offer the most advantageous forms of sterilization due to their inherent advantages in curbing secondary sexual characteristics (e.g. territoriality, spraying, etc.). These secondary characteristics are often the reason animals are turned out.

As a result of these considerations, therefore, it is proposed that:

Proposal No. 26

The Toronto Humane Society continue to provide and advertise in its public education program, spaying and neutering services to the public.

Proposal No. 27

Prospective adopters of animals from the Toronto Humane Society be required to spay or neuter the adopted animal, and that there be a $10.00 discount on the license fee for any spayed or neutered animal.

Teach Owners About Pet Diseases

The purchase price of a pet is only the down payment on a life time commitment to the animal. The Humane Society has used the term 'adopt' to help foster this attitude. It is an integral component of this report's notion of responsible ownership. A well-nourished, healthy pet usually repays his or her owner with affection, companionship, and service (in the case of a working animal). In addition, society benefits because that animal does not represent a health hazard to man or to other animals.

Evidence indicates, however, that many owners, who are in most respects responsible individuals, are disturbingly unaware of animal health requirements. Particularly in view of the highly contagious nature of animal disease, this situation must be rectified.

It is therefore proposed that:

Proposal No. 28

The Toronto Humane Society develop a public education program stressing the need to immunize pets regularly against the common diseases (distemper, feline viral rhinotracheitis, kennel cough, etc.).

The Society should also investigate the possibility of cooperating with veterinarians in the running of clinics on some of the more common pet problems (distemper, worms, etc.).

Ensuring Proper Breeding

At the present time, there is little control or scrutiny of the breeding and selling of animals. There are many excellent breeders who produce superb animals and cultivate responsible ownership in those who purchase their animals. However, there are other unscrupulous breeders who cause such problems as: cross-breeding of animals for ferocity (guard dogs); weaning too early and poor feeding; little attention when breeding to the temperament of the animals; and unconcerned 'pedigree' breeding in response to market demands that result in degenerating physical characteristics (e.g. hip dysplasia, cruciate ligament degeneration, hydrocephalia, etc.).

It is estimated that "backyard" breeders may account for 35% of the City's dog population. Among these are many inexpensive and poorly bred animals. Many of these animals are given up when they mature, or are allowed by irresponsible owners to run freely and breed, thus increasing dog-related problems.

It is proposed, therefore, that:

Proposal No. 29

It be illegal except for:

1) pet stores licensed by the Metropolitan Toronto Licensing Commission;
2) the Toronto Humane Society;
3) kennels and breeders licensed by the Toronto Humane Society;

to sell animals in the City of Toronto and that a maximum fine of $1,000 be imposed on conviction.

Ensure That Farm Animals Are Not Kept As Pets

For the purposes of this report, a farm animal may be described as any animal commonly or historically used in the production of food. Included in this category are such animals as cows, pigs, goats, and members of the horse family. Almost by nature of their purpose (and, in most cases, their size), these live animals and poultry require extensive space, constant supervision and present obvious problems with regard to defecation and perhaps noise. The typical City home and lot does not provide anything approaching an appropriate setting for such animals.

It is proposed, therefore, that:

Proposal No. 30

Ownership of live animals and poultry within the City be banned, with the exception of: farms within muncipal boundaries; police, zoo, or circus animals; and those kept for slaughter in licensed abbatoirs. Furthermore, live poultry or farm animals, including rabbits, may not be kept for sale or sold except to the above-mentioned farm site.

Ensure Wild Animals Are Not Kept As Pets

The City provides an essentially inhospitable environment for 'exotic pets' (i.e. animals non-native or wild by nature). A number of factors may be cited here.

Of greatest concern is that many people who own these animals do not have enough training or information to take proper care of them. Consequently, those animals which survive capture and/or

transportation endure a degree of suffering of which the public is largely unaware. While most exotic pets imported into Canada are not naturally dangerous to man, unless provoked, the incidence of maltreatment undoubtedly leads to situations dangerous to human safety. More frequently, the danger to the animals is acute as most are given up or destroyed after the novelty of initial ownership fades.

In many ways, the commercial exploitation of these animals is a typical example of man's flagrant disregard of other species with which he co-habits this world.

Consequently, it is proposed that:

Proposal No. 31

> The ownership of animals, wild by nature, be banned in Toronto except for those owners exempted by the Toronto Humane Society such as "recognized" zoos, circuses, zoologists, laboratories and professional breeders.

Identify Cats

Licensing of cats is sound in principle. However, after careful review of this possible measure, it was decided to reject the concept, at this time, due to the general belief that cats are roaming animals by nature. A substantial education program will be needed to convince cat owners of the need to have identification on their cats. At this time, it is suggested that:

Proposal No. 32

> The Toronto Humane Society continue to promote its present voluntary identification system for cats.

Keep Wild Animals Out of Homes

Ownership of wild animals, or animals wild by nature, as pets is covered above. In addition, however, freely roaming native wild animals which enter the City unassisted also pose a problem.

The extensive network of ravines throughout the City provides a natural pathway and habitat for wild animals to take up residence within the boundaries of the municipality. Two problems arise as a result of this: a) an increased threat of rabies; and b) inconvenience to home owners who are bothered by these animals.

Most animals adapt quickly to survival within the City and ultimately only individual defensive precautions seem feasible.

It is therefore proposed that:

Proposal No. 33

The Toronto Humane Society provide the public with information on how to 'animal proof' homes and whom to contact for assistance in dealing with specific wild life nuisances.

PART C - TO IMPLEMENT EFFECTIVE ANIMAL CONTROL:

In this concluding section of the report, proposals are made on the implementation of animal control, including some financial considerations.

Utilize the Expertise of the Toronto Humane Society

No central body with a mandate for coordinating the City's overall animal control effort currently exists. It is felt that a stronger, better financed agency, coupled with our recommendations, will lead to a more effective animal control program.

Three possible agencies were considered: a) the City (a department or a section of an existing department); b) a private firm; and c) the Toronto Humane Society.

Option a), the City, was rejected because setting up a completely new organization poses a number of substantive problems, significant among them, the potential cost. While quite appealing on the surface, the second option, a private firm, also proved unfeasible when our investigations failed to produce an organization possessing the appropriate mix of resources and skills to implement the program effectively.

On the basis of its long experience and the positive effects of combining animal control and humane functions, it is proposed that:

Proposal No. 34

The Toronto Humane Society continue to act as the City's agent for animal control.

Ensure Liaison Between Those Involved in Urban Animal Problems

At the same time, a need was perceived for a forum whereby the various groups in the City involved in animal control could exchange information and coordinate their respective responsibilities.

It is, therefore, proposed that:

Proposal No. 35

A Technical Co-ordinating Committee be struck comprised of departments or agencies having some involvement in urban animal problems (Department of Public Health, Department of Public Works, Veterinary Services Branch, Ministry of Agriculture, Ministry of Natural Resources, Metro Police and the Toronto Humane Society) with the purpose of meeting regularly to exchange information and pursue the resolution of common concerns.

Provide Support to the Toronto Humane Society

The City of Toronto currently provides a grant to the Toronto Humane Society amounting to $815,373 annually for animal control services. In addition, the Society receives $163,500 from the licensing of dogs and pound fees. This represents a per capita expenditure of $1.44. The per capita expenditures* vary in other jurisdictions reviewed from $ .76 to $1.83.

Typical examples are:

Toronto	1.23	York	1.04	East York	1.02
Etobicoke	1.33	North York	.76	Scarborough	1.19
Los Angeles	1.28	Vancouver	1.83	Sudbury	1.50

The proposed animal control programs outlined in this report undoubtedly will require additional expenditures in the next four years. The emphasis on public education will require the bulk of the additional funding. To help the Society build the organization, programs and systems necessary to implement the new animal control package it should be supported by the City's

* Unrefined estimates developed from a telephone survey of these municipalities.

Management Services Department. This support should commence with a joint City-Society comprehensive study of the current organization. It is therefore proposed that:

Proposal No. 36

The City increase its support to the Toronto Humane Society in the form of increased funding and staff support from the Management Services Department.

Proposal No. 37

The funding and organizational requirements of the Toronto Humane Society be monitored by the City's Management Services Department as the new programs are implemented and reach effective levels.

APPENDIX I

LIST OF SUBMISSIONS MADE TO THE
SUB-COMMITTEE ON ANIMAL CONTROL

1. Brian P. Walmsley, 117 Granby St., Toronto M5B 1H9
2. Milton S. Quin, 452 Armadale Ave., Toronto M6S 3X9
3. Not signed
4. Mrs. Edna Alfano, 109 Brighton Ave., Downsview M3H 4C9
5. T. Raag, 243 Belsize Dr., Toronto
6. Not signed
7. Peter Newton, 12 Bright St., Toronto M5A 3H4
8. H.M. Snell, 97 Balmoral Ave., Toronto M4V 1J5
9. F.H. Priest, 614 Glebeholme Blvd., Toronto M4C 1V6
10. D. Sewardson, 139 Hillhurst Blvd., Toronto 12
11. Y.W. Pelton, 711 Oriole Parkway, Toronto
12. Mrs. Albert Frankel, 6 Glen Rush Blvd., Toronto M5N 2T3
13. Roy Devine, 61 Broadview Ave., Toronto M4M 2E4
14. Sally Jarvis Sloan, 35 Ormskirk Ave., #407, Toronto M6S 1A8
15. F.H. Robinson, 1275 Woodbine Ave., Toronto M4C 4E5
16. Bonnie B. Good, 28 Tranby Avenue, Toronto M5R 1N5
17. Gerald Borins, President, Wheat Sheaf Tavern, 667 King St.W., Toronto M5V 1M9
18. R.G. Bell, 104-31 Rosedale Rd., Toronto M4W 2P5
19. William Alfano, 109 Brighton Ave., Downsview M3H 4C9
20. Rose Gierszewski, 38 Clearbrooke Circle, Rexdale M9W 2E4
21. Not Signed
22. T. Yamasaki, 122 Wells St., Toronto M5R 1P4
23. Doris Turgeon, 216 Shaughnessy Blvd., Willowdale
24. Ruth Bancroft, 417 Orano Ave., Mississauga L5G 2B8
25. Alfred C. Goodings, 101 Collegeview Ave., Toronto M5P 1K2

26. Mrs. S.W. Ashley, 158 Wanless Ave., Toronto M4N 1W2
27. Paul Starr, 55 Burgess Ave., Toronto M4E 1W8
28. M. Pringle, 138 Ranleigh Ave., Toronto
29. Dr. A.E. Higgins, 86 Bloor St.W., Toronto
30. Margaret Downs, 64 Strathcona Ave., Toronto
31. Mrs. E. McGuigan, 100 Cavell Ave., #739, Etobicoke M8V 3V6
32. R. Goveris, 15 Castleview Ave., Toronto M5R 1Z1
33. Mrs. A. Gordon Scott, 26 Cheltenham Ave., Toronto M4N 1P7
34. Eldred E. Parrott, #205, 111 Ridelle Ave., Toronto M6B 1J7
35. Not Signed
36. Betty Hurson, 1357 Avonbridge Dr., Mississauga
37. P.J. Fogarty, 76 Farnham Ave., Toronto M4V 1H4
38. W.J. White, 137 Golfview Ave., Toronto
39. Mrs. B. Worden, 36 Kilbarry Rd., Toronto M5P 1K5
40. M. Small (no address listed)
41. Gladys and Helen Clark, #111, 10 Hogarth Ave., Toronto M4K 1J9
42. Mrs. D. Myatt, 6 Buckhurst Cres., Scarborough M1S 4C4
43. Clarice Ondrach, 476 Summerhill Ave., Toronto M4W 2E4
44. M. Small (no address listed)
45. Leon Rex-Graham, 237 Palmer Ave., Richmond Hill L4C 1P1
46. T. Rosol, M.D., 9 Brule Gardens, Toronto M6S 4J1
47. L.W. Doyle, 45 Anndale Road, Scarborough M1N 1C6
48. Petition signed by 45 people (Contact person James Ranscombe)
49. Mrs. E. Harrison, #712, 255 Main St., Toronto M4C 4X2
50. Mrs. G. McGillivray, 250 Hanna Rd., Toronto M4G 3P4

51. Harold G.Y. Penny, 71 Astley Ave., Toronto M4W 3B5
52. Lillian Taylor, 75 Astley Ave., Toronto M4W 3R5
53. J.A. Curtin, 69 Astley Ave., Toronto
54. Arabella F. Carver and Kathleen Sutherton, 74 Standish Ave., Toronto
55. Mr. C. Besner, 880 Woodbine Ave., Toronto
56. Carl Haag, 5 Redwood Ave., Toronto
57. Ruth Johnson, 242 Lytton Blvd., Toronto M5N 1R6
58. Mrs. Hendrickson, 584 Lauder Ave., Toronto M5J 3E6
59. Karin Michael, 57 Bain Ave., Toronto M4K 1E5
60. Norma Belleghem, 80 Danforth Ave., Toronto M4K 3Y5
61. Telephone Call
62. Telephone Call
63. Hilda Schlechter, 302 Lumsden Ave., Toronto M4C 2L1
64. Mrs. J. Godlewski, 692 Gladstone Ave., Toronto M6H 3J4
65. Judith Judd, 21 Castle Knock Rd., #3, Toronto M5N 2J3
66. Not Signed
67. Mary Shortt, 137 Colin Ave., Toronto M5P 2C4
68. B. Roy, 229 Caledonia Rd., Toronto
69. Barbara West, 137 Colin Ave., Toronto
70. Janice Preston, 584 Symington Ave., Toronto
71. Mr. McCormick, 238 Woodbine Ave., Toronto M4L 3P2
72. Gary Bochna, 59 Hillsdale Ave. W., Toronto M5P 2E9
73. Bettie Failes, Secretary, Animal Defence League of Canada
74. Marietta Freeman-Attwood, 20 Avondale Road, Toronto

SUBMISSIONS RECEIVED FROM CITIZEN GROUPS AND OTHER ORGANIZATIONS

A. Grace Patrick, Treasurer, Spay/Neuter Fund, Action Volunteers

B. Merlin Andrew, President, Action Volunteers

C. D.A. Stewart, M.D., Medical Director, Out-Patient Department, The Hospital For Sick Children

D. Marlene Lakin, Field Agent, The Fund For Animals Inc.

E. M.A. Cowper-Smith, Executive Director, The Toronto Humane Society

Nita Lancaster, 180 Munro St., Toronto - member of Toronto Humane Society and Canadian Kennel Club

F. Hilda F. Pugh, President, The Canadian Kennel Club

G. M. Strasman, 67 Astley Avenue, Toronto M4W 3B5

H. The Ward 9 Leash Committee

I. Robert C. MacKenzie, Executive Director, Animal Emergency Services Inc.

J. H. Rainnie, Vice President, Peoples Animal Welfare Society

K. D.B. MacDonald, President, Peoples Animal Welfare Society

APPENDIX 1 (B)

RESPONDENTS TO "A DISCUSSION PAPER ON ANIMAL CONTROL

REFERENCE #	NAME	REPORTED RESIDENCY
Breeders		
01-B	C. Freedman	Scarborough
02-B	J. Townsend	West Hill
03-B	C. Turnbull	Vancouver, B.C.
04-B	V. Madsen	Hampton, Ontario
05-B	R. Mackey	Grimsby, Ontario
06-B	R. Weir	Meaford, Ontario
07-B	R. Seabrook	Meaford, Ontario
50-B	M. Pratt	Calgary, Alberta
51-B	S. Schaefer	Ituna, Sask.
52-B	P. Walters	North Bay, Ontario
53-B	R. Jaster	Cranbrook, B.C.
54-B	V. Whittall	Vancouver, B.C.
56-B	J. Wollweber	Rockwood, Ontario
57-B	J. Hugill	Vancouver, B.C.
58-B	M. Wilson	Arnprior, Ontario
59-B		Edmonton, Alberta
60-B	G. Rayburn	Toronto, Ontario
61-B	J. Bulger	Orlean, Ontario
Association/Club		
08-A	Canadian Kennel Club, Toronto	
09-A	Terrier Breeders Association, Downsview	
70-A	Brantford & District Kennel & Obedience Club, Brantford	
71-A	The Tecumseth & District Kennel Association, Ottawa	
72-A	Ottawa Valley Golden Retriver Club, Ottawa	
73-A	Ottawa Kennel Club, Ottawa	
74-A	Saluki Club of Canada, Newmarket	
75-A	Oshawa Obedience Association, Orono, Ontario	
76-A	Welsh Terrier Association of Canada, Kilbridge, Ontario	
Citizens		
10-C	P. Enright	Carp, Ontario
11-C	A. Park	Nepean, Ontario
12-C	L. Miller	Saskatoon, Sask.
13-C	S. Teichreb	Melfort, Sask.
14-C	J. Henry	Windsor, Ont.
15-C	G. Shields	Cote Ste Luc, P.Q.
16-C	D. Turgeon	Willowdale
17-C	W. Alfano	Downsview
18-C	G. Patrick	Toronto
19-C	B. Good	Toronto
20-C	M. Gillan	Toronto

21	A. Grant	Toronto
22	J. Preston	Toronto
23	K. Haag	Toronto
24	K. Michael	Toronto
30	R. Neff	Scarborough
31	H. Fountain	Oshawa
32	P. Curry	Thornhill
33	P. Salt	Terra Cota
34	B. Shell	Toronto
35	P. Scorer	Toronto
37	R. Trowell	Cornwall, P.E.I.

Other

80-0	Pet Food Manufacturers Association of Canada, Don Mills, Ontario
81-0	Jitco Holdings Inc. ("Skoops" Distributor), Agincourt
82-0	Durham Canine Update
83-0	The September Obedience School Class

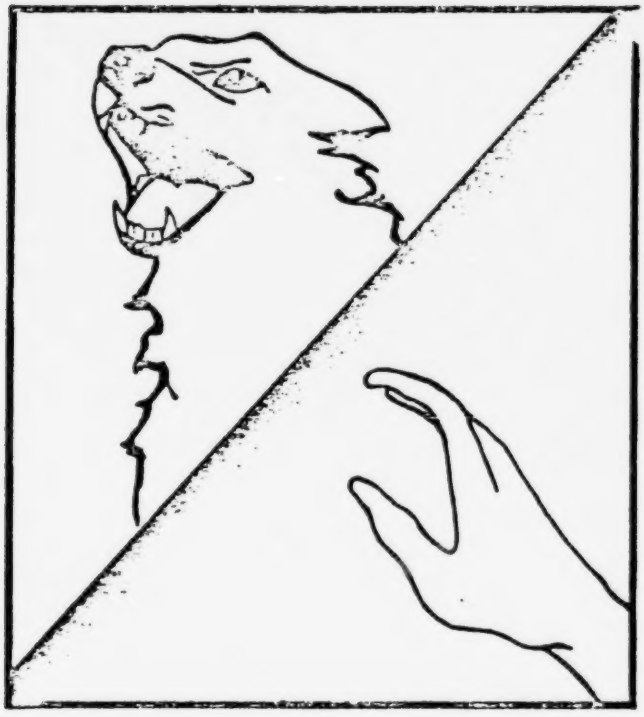
APPENDIX II

A SCHEDULE OF ANIMALS ACCEPTABLE AS HOUSEHOLD PETS

- Domesticated dogs and cats
- Rabbits (not wild by nature)
- Hampsters
- Guinea Pigs
- Gerbils
- Mice and Rats (not wild by nature)
- Tropical fish
- Canaries (bred in captivity - not wild by nature)
- Budgerigars (bred in captivity - not wild by nature)
- Finches (bred in captivity - not wild by nature)
- Doves (bred in captivity - not wild by nature)
- Pigeons (not wild by nature)

APPENDIX III

PROPOSED WARNING SIGN FOR GUARD DOGS



mhc reply 35:51

Miss Marian D'Cruz 367-7039

July 17, 1981.

Alderman Gee,
Chairman,
Sub-Committee on Animal Control.

Dear Alderman Gee:

On July 15, 1981, the Neighbourhoods Committee had before it a report (July 7, 1981) from the Chairman of the Sub-Committee on Animal Control forwarding the report of the Sub-Committee entitled "Proposals for Animal Control".

The Committee received the foregoing report and urged the Sub-Committee on Animal Control to hold its public hearings in September, with the request that it advertise such hearings in ethnic clubs and churches.

Yours truly,

Secretary,
Neighbourhoods Committee.

MDC/dm
Encl.

cc: Secretary, Sub-Committee on Animal Control
Mr. T. Greer, Management Services Department

CITY OF TORONTO

Alderman Michael Gee
City Hall
Toronto, Ontario
M5H 2N2
Telephone 367-7918

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July 7, 1981

TO: CITY OF TORONTO NEIGHBOURHOODS COMMITTEE

RE: SUB-COMMITTEE ON ANIMAL CONTROL

The Sub-Committee on Animal Control submits herewith its interim report on some of the problems inherent in the keeping of animals in an urban environment and our proposals to meet them.

While members of the sub-committee accept that the purpose of legislation is to expand individual rights and not curtail them, the practical nature of the conflicts which too often arise between people and pets or pet-owners make that aim difficult to realize. Extreme views on both sides militate against any reasonable expectations of resolution of the problems. The thrust of our efforts is directed to the creation of a greater sense of responsibility among pet-owners towards their neighbours.

In addition there are some areas, for example, dogs running at large or stoop and scoop provisions, where proposals for legislation are inescapable. Opposition to such suggestions will no doubt cite the difficulties of enforcement and such difficulties do exist. If, however, enforcement problems were an effective argument against legislation many measures beneficial to the public interest would never have been passed. To refuse to provide appropriate sanctions where they are clearly required on the basis of enforcement difficulties would be irresponsible.

A particularly vexing, if infrequent, problem occurs when one person owns a number of domestic animals. There is no question that a responsible owner can in appropriate circumstances look after a large number of pets. In other cases, the harbouring of a large number of pets can constitute anything from a nuisance to a positive danger to others. The sub-committee in its first interim report proposed a solution to this problem but we have since been advised that this proposal faces insurmountable legal difficulties. (see attached report of the City Solicitor). The problem remains and demands a response. The sub-committee should be directed to continue to study this area.

...../2

The legislation upon which our system of licensing is based is a "registration" system. The time has now come to re-examine the raison d'être of this system. There may be a better basis upon which our system of animal control could be built.

RECOMMENDATIONS:-

1. That the Committee receive this report for information and direct the sub-committee to seek further public comment on its proposals.

2. That the sub-committee continue to study the potential problems presented by ownership of more than three pets in one location and develop a response which will safeguard the rights of neighbours without unreasonably restricting responsible pet ownership.

3. That the sub-committee undertake a study of the limitations of the registration system presently in effect and possible alternatives to it.